



## ENVIRONMENT COMMISSION 27 NOVEMBER 2006

Report of the Director of Corporate and Adult Social Services

### Consideration of the Proposal to allow Cycling in St Peter's Street

#### RECOMMENDATION

1. That the Commission consider the attached report and make recommendations on the proposal to allow cycling in St Peter's Street.

#### SUPPORTING INFORMATION

- 2.1 At its meeting on 2 October 2006, the Environment Commission considered the decision to proceed with applying new Traffic Orders to St Peter's Street. This item was included on the agenda at the request of Councillors Turner Chera and Rawson and was considered under the standing agenda item of Retrospective Scrutiny.
- 2.2 Councillor Turner informed the Commission that he had been asked by the Disabled People's Advisory Committee (DPAC), now the Disabled People's Diversity Forum, to register their concerns about the proposed decision to permit cycling in St Peter's Street.
- 2.3 Tony Gascoigne – Traffic Control Engineer and Ian Butler - Senior Engineer Accidents and Projects, both of the Council's Regeneration and Community Directorate attended the meeting to give the background to the proposal.
- 2.4 Having considered the information presented to them, the Commission agreed to defer any decision until after they had looked in more detail at the background and reasons for the proposal and at the significance of the concerns expressed by DPAC.
- 2.5 The report contained in Appendix 2 has been prepared by the Co-ordination Officer and is intended to provide the Commission with the information that it needs for a more detailed consideration of the proposals

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<b>Background papers:</b>	Appendix 1 – Implications
<b>List of appendices:</b>	Appendix 2 – Report prepared for the Environment Commission on the proposal to allow cycling in St Peter's Street.

## Appendix 1

### IMPLICATIONS

#### Financial

1. None arising from this report.

#### Legal

2. None arising from this report.

#### Personnel

3. None arising from this report.

#### Equalities impact

4. There are issues associated with the proposal that have the potential to impact on disabled people in Derby.

#### Corporate Objectives, Values and Priorities

5. This report has the potential to link with the following Corporate Objectives,
  - Improve the quality of life in Derby's neighbourhoods
  - Build healthy and independent communities

### **Report prepared for the Environment Commission on the proposal to allow cycling in St Peter's Street**

#### **1. Introduction**

1. At its meeting on 2 October 2006, the Environment Commission considered the decision to proceed with applying new Traffic Orders to St Peter's Street. This item was included on the agenda at the request of Councillors Turner Chera and Rawson and was considered under the standing agenda item of Retrospective Scrutiny.
2. Councillor Turner informed the Commission that he had been asked by the Disabled People's Advisory Committee (DPAC), now the Disabled People's Diversity Forum, to register their concerns about the proposed decision to permit cycling in St Peter's Street, and two members of DPAC attended the meeting to express their personal concerns about the proposal.
3. Tony Gascoigne – Traffic Control Engineer and Ian Butler - Senior Engineer Accidents and Projects, both of the Council's Regeneration and Community Directorate attended the meeting to give the background to the proposal.
4. Having considered the information presented to them, the Commission agreed to defer any decision until after they had looked in more detail at the background and reasons for the proposal and at the significance of the concerns expressed by DPAC.
5. This report is intended to provide the Commission with the information that it needs for a more detailed consideration of the proposals

#### **2. The use of Delegated Powers by Officers of the Council**

6. The Scheme of Delegations set out in the Council's Constitution shows that all Executive functions of the Council 'as a highway authority and in respect of traffic regulation, public transport, building control, car parking and road safety, rights of way and open spaces including the health related functions of the Council under the Highways Act 1980, Section 39 of the Road Traffic Act 1988 and Sections 63 and 93 of the Transport Act 1985' are delegated to the Corporate Director, Regeneration and Community.

#### **3. Background to the Proposal to permit cycling in the City Centre Pedestrian Zone before 10.00 am and after 5.00 pm**

7. Access has been provided to the Traffic Section's file on the proposal. The file contains a copy of the 'Record of a Decision taken by an Officer acting under Delegated Powers'. The file summarises the proposal and sets out the reasons for the decision. It also shows that the delegated powers were exercised in a Statutory Non Executive function.

8. The Record of Decision explains that cyclists are currently prohibited from using the City Centre Pedestrian Zone (comprising Iron Gate, Corn Market and St Peter's Street, and short lengths of adjoining streets)
9. The Record of Decision explains that the current situation is considered to be very restrictive and that as part of the Council's commitment to improving facilities for cyclists in Derby it is proposed to amend the existing traffic regulation orders on an experimental basis to allow cyclists to travel in either direction through the City Centre Pedestrian Zone before 10.00 am and after 5.00 pm.
10. In support of the proposal the Record of Decision says that the Government's National Cycle Strategy recommends that cycling should be permitted in pedestrianised areas wherever possible and that current research shows that combining pedestrians and cyclists in a traffic free environment is less of a problem than might first be anticipated.
11. The Record of Decision states that the following groups and organisations were consulted about the proposal:

Chief Fire Officer, Chief Ambulance Officer, Chief Constable, FTA, RHA, CTC, Derby Cycling Group, Derby Access Officer, Living Streets, Derby Association for the Blind, Arboretum Ward Members, Transportation Lead Members, Derby Highways Manager, City Centre businesses, Derby Chamber of Trade, Derbyshire Business Link.
12. The Record of Decision shows that the action in exercise of delegated powers was taken by Pat Ethelston, who was then Assistant Director, Highways and Transport on 25 January 2006.
13. The Traffic Section's file does not show the origin of the proposal to permit cycling in St Peter's Street, but at the Environment Commission meeting on 2 October 2006, members were told that the request was made through the LTP Steering Group. Tony Gascoigne and Christine Durrant, the Assistant Director, Highways and Transport were asked if they could verify this.

#### **4. Objectives of the Retrospective Scrutiny**

14. From the report that Cllr Turner provided to the Environment Commission it seems DPAC are primarily concerned about:
  - What they consider to be a lack of viable consultation on the proposal
  - The risks that would be posed to disabled people by allowing cyclists to use the pedestrianised areas
  - The behaviour of cyclists
  - The lack of enforcement of the current restrictions and implications this has for any future arrangements

- The 'status' of the decision

## 5. Consultation on the proposal

15. The Record of Decision states that the following groups and organisations were consulted about the proposal:

Chief Fire Officer, Chief Ambulance Officer, Chief Constable, FTA, RHA, CTC, Derby Cycling Group, Derby Access Officer, Living Streets, Derby Association for the Blind, Arboretum Ward Members, Transportation Lead Members, Derby Highways Manager, City Centre businesses, Derby Chamber of Trade, Derbyshire Business Link.

16. Copies of the consultation letters and some responses received from the consultees are contained in the Traffic Section's file. The responses contained in the file are shown in the following table.

**Table 1**

	Consultee	For	Against
1	Living Streets	✓	
2	Simon Scargill MRICS	✓	
3	Derby Cycling Group	✓	
4	Yorkshire Bank plc	✓	
5	Brigdens	Qualified ✓	
6	H Samuel Ltd	✓	
7	Derbyshire Fire and Rescue Service	✓	
8	City Properties	✓	
9	Derby Cathedral Centre	✓	
10	Nat West Bank	✓	
11	You Can Never Have Too Many Shoes Ltd	Qualified ✓	
12	Kyte		✓
13	Derby Association for the Blind		✓
14	Derby Access Group		Qualified ✓
15	Derby Police		✓

17. The responses that objected to the proposal are set out in full below.

**Kyte:** *This proposed action is a recipe for trouble with bag snatching and excessive speed taking place. When will we learn not to encourage and ?? to the nuisance factor in society.*

**DAB:** *Whilst reported accidents between pedestrians and cyclists may be rare, unreported ones are likely to be more frequent. Cyclists represent a danger to visually impaired and deaf people. 5.00pm to 5.30 pm would still be a peak time due to people leaving offices etc.*

**Derby Access Group:** *Derby Access Group feel that the proposed amendment of the traffic order could potentially cause additional hazards for disable people. May we suggest a cycle lane.*

**Derby Police:** *We seem to be 'diluting' the benefits of having a pedestrian area, which is often busy before 10.00 am and conflicts are more commonplace than are reported. It is a relatively small 'pedestrianised' area and should be maintained as such.*

## **6. Involvement of Mick Watts, the Council's Access Officer in the proposal**

18. Mick Watts (MW), the Council's Access Officer carried out his own consultation of DAB and the Derby Access Group and consulted the DPAC Project Group on the proposed order. In his e-mail of 19 July 2005 Mick advised Gary Bridges that Project Group members were against the application because:

- Member felt that because of a lack of Police resources and their apparent refusal to currently enforce traffic regulations particularly in the City Centre there would be no enforcement of the proposed order. This, members felt would result in an overall increase in cycling in the pedestrianised areas.
- Cycling routes outside of the pedestrianised areas should be enhanced to deliver safer alternatives.
- Members felt that the verbal abuse of disabled pedestrians by cyclists that they said currently takes place in pedestrianised streets would be likely to increase.
- Members queried the accident figures, and suggested that the fear of an accident happening would increase with the increase in cyclists.

19. These comments were also made at the 18 July 2005 DPAC Project Group meeting.

20. MW told the Co-ordination Officer that he and the Project Group thought that implementation of the project could have an adverse effect on disabled people. This was because the fear of being run into by a cyclist could discourage disabled people from using the pedestrianised areas.

21. MW pointed out that the Police had been one of the consultees that objected to the proposal. He said he was concerned that if the proposal was approved the Police would have not have the resources or the inclination to ensure that cyclists did not ride through the pedestrianised areas during the prohibited period.

22. MW told the Co-ordination Officer that the Project Group did not think that there had been sufficient consideration given to possible alternative cycle routes across the city centre and he thought that these should be explored in more detail.

23. The proposal to permit cycling in St Peter's Street was the subject of a report by the DPAC Project Group to the Disabled People's Advisory Committee meeting on 22 September 2005. The Minute of the DPAC meeting reads as follows:

**29/05 Minutes of the DPAC Project Group – 18 July 2006.**

**Off-peak Cycling in Pedestrianised Areas**

Mick Watts reported that Derbyshire Association for the Blind and Derby Access Group had submitted objections to this proposal and so had the Project Group. Mick advised that he would give a further update to the next Project Group meeting.

24. The Minutes of the **Project Group** meetings when the proposal was discussed are as follows:

**DPAC Project Group Meeting – 18 July 2005**

**Off-peak cycling in pedestrianised areas**

Members considered a proposal for an experimental order which if approved would allow cycling before 10:00 and after 5:00 in the St. Peter's Street to Queen Street pedestrianised zone. Members were unanimously apposed to the experimental order and made the following comments:

- Member commented that because of a lack of Police resources in the City Centre it was felt that there would be little enforcement of the proposed order. This, members felt would result in an overall increase in cycling in the pedestrianised areas.
- Cycling routes outside of the pedestrianised areas should be enhanced to deliver safer alternatives.
- The verbal abuse of disabled pedestrians by cyclists that members said currently takes place in pedestrianised streets would be likely to increase.
- Members queried the accident figures, and suggested that the fear of an accident happening would increase with the increase in cyclists.

Members asked Mick to pass their concerns onto the appropriate officer.

**DPAC Project Group Meeting - 26 September 2005**

Mick confirmed that the experimental cycling order, which if approved would allow cycling before 10:00am and after 5:00pm in the St. Peter's Street to Queen Street pedestrianised zone would be advertised in the local media shortly. Mick undertook to let members know when the advert was to be published.

### **DPAC Project Group Meeting – 12 December 2005**

Mick confirmed that the St. Peter's Street to Queen Street cycling order had not yet been published. Members expressed some concerns about the cycling strategy for the city in relation to the possibility for conflict between the user demands of disabled people and cyclists. It was agreed that the Council's Cycling Officer would be invited to a future meeting of the group.

### **DPAC Project Group Meeting – 15 May 2006** **Cycling issues**

Mick welcomed Stephen and Ian from the transportation section.

Ian confirmed that following representations from Derby Cycling Group and approval by Cabinet in Feb/March 2004 the traffic order in the Derby Promenade (St. Peter's Street/Cornmarket/Irongate) was to be amended.

The amendment would be for an 18month trial period and allow cycling in the Promenade before 10:00am and after 5:00pm. Members voiced strong objections and concerns about the amended order, which had been agreed despite concerns they had raised about the safety of disabled pedestrians.

Peter felt strongly that his safety and that of other disabled people, particularly visually impaired people was being put at risk by the amended order. He felt that the Promenade would now be a no go area for many visually impaired people. Members supported this view, and felt that the Police would not have the time or resources to enforce the new order, which could lead to an increase in unlawful cycling activity outside of the trial order times.

Ian commented that the order was likely to come into force towards the end of the year. He wanted to encourage disabled people to report any accidents/incidents/near misses etc. so that they could be recorded and considered when deciding whether the order was to be confirmed. Mick asked members to channel any comments/observations through him.

The issue of the accessibility of the national cycling network in the city was discussed. To minimise the unauthorised use of the routes particularly by people riding motorcycles barriers had been incorporated in the route design. These barriers were restricting the accessibility of the routes to wheelchair and powered scooter users, and indeed were not effective in restricting unauthorised use. Sustrans the national cycling organisation recommend that barriers should not installed, something supported by group members.

It was agreed that Mick would facilitate and internal working group meeting to consider what action was to be taken about the existing barriers, and that no new barriers would be installed until the existing situation had been resolved. Mick would keep members informed.



### **DPAC Project Meeting Group – 24 July 2006**

Robin informed members that because of concerns raised by project group, and DPAC members about a proposed amendment to the traffic order in the Derby Promenade (St. Peter's St./Cornmarket/Irongate), which would allow cycling before 10:00 and after 17:00 he had written to the Corporate Director for Regeneration & Community. A response to the concerns raised had not yet been received, Mick agreed to chase a reply.

25. Councillor Turner, together with Councillors Chera and Rawson subsequently asked for the Environment Commission to consider the matter and it was included on the agenda for the Commission's 2 October meeting.

### **7. Department for Transport Recommendations on permitting cycling in pedestrian areas**

26. Two DfT publications have been referred to by the Traffic Section in their responses to DPAC and the Environment Commission. These are the National Cycling Strategy and a much shorter document entitled Cycling in Public Areas.
27. The National Cycling Strategy is intended to create 'a focus for organisations and individuals who are in a position to influence a change in physical conditions, the attitudes of individuals and the outlook of organisations'. One of the stated objectives of the National Cycle Strategy is to 'Provide for increased cycle use within all local highways and traffic management schemes'.
28. The Strategy does not appear to offer any specific encouragement to permit cycling in pedestrianised areas but the section on developing local frameworks does refer to the '*safe use of off-carriageway facilities (without inconveniencing or endangering pedestrians)*'.
29. The second DfT publication, the leaflet 'Cycling in Public Areas', is much more specific in the advice that it offers on allowing cycling in pedestrianised areas.
30. The leaflet refers to the preliminary guidance contained in Local Transport Notes 1/87 and 1/89 which drew local authorities attention to the need to ensure that pedestrianisation measures did not result in unsafe or inconvenient conditions for cyclists and advised that exemptions for cyclists should be considered if satisfactory routes for them around a proposed pedestrian zone did not exist or could not be created.
31. 'Cycling in Public Areas' also refers to the findings of a Transport Research Laboratory study which were that:

- Pedestrians change their behaviour in the presence of motor vehicles but not in response to cyclists
- Cyclists responded to pedestrian density by modifying their speed, dismounting, and taking other avoiding action where necessary
- Accidents between cyclists and pedestrians rarely occurred in pedestrianised areas
- Where there are appreciable flows of pedestrians or cyclists effective movements in the area were helped by encouraging the cyclists to follow a defined path. However at lower flows both users mingled readily.

32. The leaflet also recommends that where it is intended to allow cyclists to use all or part of a pedestrianised area it is important that the extent of the exemptions should be made clear.

33. The main conclusions contained in the 'Cycling in Public Areas' leaflet were that:

- Observations revealed no real factors to justify excluding cyclists from pedestrianised areas, thus suggesting that cycling could be more widely permitted without detriment to pedestrians.
- There were a wide variety of regulatory and design solutions that could be utilised to enable space to be used more safely and effectively in pedestrianised areas.

## 8. Traffic Accidents

34. The Traffic Section's file contains a note to the effect that there had been five traffic accidents in the pedestrianised zone during the past three years (presumably 2002 to 2005). These involved four pedestrian accidents and one cycle accident. All these accidents were of 'slight' severity. The Co-ordination Officer was subsequently advised that this information was incorrect as it included incidents on roads that were trafficked and not pedestrianised.

35. The following information on accidents in the vicinity was however subsequently provided by the Traffic Section.

Accidents 1/8/03 to 31/7/06		
Type of Accident	Within pedestrian area	Outside pedestrian area
Pedestrian-Motor vehicle	3	8
Cycle-Motor vehicle	0	2
Pedestrian-Cycle	0	0
All injury accidents	3	10
	Comprising: Sadler Gate, part St James Street, Market Place, Cornmarket, part St Peters Street, Part St Peters Churchyard, East Street, Albion Street, Exchange Street	Comprising: Iron gate, part St James Street, Victoria Street, Albert Street

## **9. Traffic (Cyclists and Pedestrians) Counts**

36. The Traffic Section's file contains the results of a cycle and pedestrian traffic survey that was carried out on 1 February 2005 to provide baseline information about the level of cycling and pedestrian traffic in the pedestrianised area. This information is contained in the following tables.
37. For cyclists, counts were carried out at the Cathedral Road/Queen Street/Full Street junction, at the Victoria Street/Cornmarket/Albert Street/St Peter's Street junction and at the junction of St Peter's Street and Babington Lane.
38. Counting covered the morning (0700-0930) and afternoon (1600-1830) periods. The results were as shown below:

**Table 2**

Time To	Full Street			Queen Street (Iron Gate)			Cathedral Road			Queen Street (King Street)		
	Iron Gate	Cathedral Road	Queen Street	Cathedral Road	Queen Street	Full Street	Queen Street	Full Street	Iron Gate	Full Street	Iron Gate	Cathedral Road
0700		1		1			1	2		11	6	
0730								3		11	12	1
0800	1				2			1		7	7	1
0830					3			1		6	6	
0900								1		1	3	
0930	1								1	1	1	
Total	2	1	0	2	5	0		8	1	37	35	2

**Junction Total 93****Table 3**

Time To	Full Street			Queen Street (Iron Gate)			Cathedral Road			Queen Street (King Street)		
	Iron Gate	Cathedral Road	Queen Street	Cathedral Road	Queen Street	Full Street	Queen Street	Full Street	Iron Gate	Full Street	Iron Gate	Cathedral Road
1600		1	1	1	10		1	1		2	2	
1630			1	2	7	1		2	1	2	1	
1700			1	1	9	2		6	1	1	6	
1730		1	2	1	8		1	2			2	
1800				1	10	4	1		1		5	
1830			1		15			2				
Total	0	2	6	6	59	7	3	13	3	7	16	0

**Junction Total 122**

**Table 4**

Time To	Albert Street			St Peter's Street			Victoria Street			Corn Market		
	St Peter's Street	Victoria Street	Corn Market	Victoria Street	Corn Market	Albert Street	Corn Market	Albert Street	St Peter's Street	Albert Street	St Peter's Street	Victoria Street
0700	2	5		4	2	2		3	3		7	
0730	1	2	1		4	2	2	1	6		12	3
0800	1	5		2	3	1	4	7	2		5	1
0830		1		4	2			9	2		5	1
0900			1		1		2	3	4		1	1
0930	1				2		1		2		1	
Total	5	13	2	10	14	5	9	23	19	0	31	6

**Junction Total 137****Table 5**

Time To	Albert Street			St Peter's Street			Victoria Street			Corn Market		
	St Peter's Street	Victoria Street	Corn Market	Victoria Street	Corn Market	Albert Street	Corn Market	Albert Street	St Peter's Street	Albert Street	St Peter's Street	Victoria Street
1600	1	3		1	7		2	4	1		3	
1630		5	2	8	6		2	5	1		2	3
1700		9	2	4	3		3	3	3		6	2
1730		10	2	4	4		2	3	4		3	3
1800		6		1	8	1	3	4	1		5	
1830		2		6	4				2		1	
Total	1	35	6	24	32	1	12	19	12	0	20	8

**Junction Total 170**

**Table 6**

Time To	A514 Osmaston Road		Babington Lane		St Peter's Street (Victoria Street)	
	Babington Lane	St Peter's Street	St Peter's Street	A514 Osmaston Rd	A514 Osmaston Rd	Babington Lane
0700		5	3	3	16	
0730	4	3	8	4	25	3
0800		6	5	3	7	1
0830	1	6	5	3	5	3
0900	1	3	4	1	5	
0930	1	5	3	1	3	1
Total	7	28	28	15	61	8

**Junction Total 147****Table 7**

Time To	A514 Osmaston Road		Babington Lane		St Peter's Street (Victoria Street)	
	Babington Lane	St Peter's Street	St Peter's Street	A514 Osmaston Rd	A514 Osmaston Rd	Babington Lane
1600	4	13	6	1	10	
1630	7	21	5	1	11	6
1700	6	7	1	2	8	
1730	2	7	1	2	12	1
1800	1	14	2		11	1
1830		9	1	2	4	
Total	20	71	16	8	56	8

**Junction Total 179**

39. The pedestrian survey was also carried out on 1 February 2006 at the same three junctions and the results were as set out in the following tables.

**Table 8 Location – Junction Cathedral Road/Queen Street/Full Street/Irongate**

<b>Time</b>	<b>Pedestrians</b>	<b>Time</b>	<b>Pedestrians</b>	<b>Hourly Total</b>
0700	14	0715	37	149
0730	40	0745	58	
0800	63	0815	81	314
0830	83	0845	87	
0900	72	0915	60	296
0930	76	0945	88	
				<b>AM total 759</b>
1600	140	1615	130	430
1630	95	1645	65	
1700	115	1715	111	446
1730	115	1745	105	
1800	75	1815	47	195
1830	33	1845	40	
				<b>PM total 1071</b>

**Table 9 Location – Junction Victoria Street/Corn Market/Albert Street/St Peter's Street**

<b>Time</b>	<b>Pedestrians</b>	<b>Time</b>	<b>Pedestrians</b>	<b>Hourly Total</b>
0700	54	0715	85	434
0730	146	0745	149	
0800	191	0815	364	1220
0830	245	0845	420	
0900	390	0915	340	1380
0930	380	0945	270	
				<b>AM total 3034</b>
1600	804	1615	881	3161
1630	882	1645	594	
1700	938	1715	550	2332
1730	504	1745	340	
1800	220	1815	71	522
1830	121	1845	110	
				<b>PM total 6015</b>

**Table 10 Location – Junction St Peter's Street/Babington Lane**

Time	Pedestrians	Time	Pedestrians	Hourly Total
0700	60	0715	115	565
0730	240	0745	150	
0800	195	0815	230	1190
0830	235	0845	530	
0900	395	0915	355	1905
0930	623	0945	532	
				<b>AM total 3660</b>
1600	520	1615	480	2459
1630	735	1645	724	
1700	505	1715	425	1722
1730	454	1745	338	
1800	215	1815	106	573
1830	124	1845	128	
				<b>PM total 4754</b>

## 10. Signage around the City Centre Pedestrian Zone

40. DfT leaflet 'Cycling in Pedestrian Areas' recommends that where it is intended to allow cyclists to use all or part of a pedestrianised area it is important that the extent of the exemptions should be made clear.
41. The signage around the City Centre Pedestrian Zone is not however particularly clear. It is true that there are signs at the Babington Lane/St Peter's Street junction and at Iron Gate which clearly indicate that the streets are pedestrian zone and that there is no access for vehicles except at certain times for access and delivery purposes. However there is no clear statement that this prohibition of vehicles applies to cycles and it is debatable whether the cycling public thinks that it does.
42. The signs show that for the section of the Zone between Babington Lane and St Peter's Street/Corn Market, access is prohibited between 10 am and 9.00 pm on Thursdays. Most other entrances to the Zone have simple 'No Entry' signs.
43. Albert Street/Victoria Street is signposted as a National Cycle Route but there are only small 'No Entry' signs at its junction with St Peter's Street/Corn Market and there are no signs anywhere in the zone to show that cycling specifically is prohibited at all times, except presumably for access. The existence of a large number of cycle parking racks within the Zone may also suggest to the public that cycling is expected and therefore permitted.



44. No policing of vehicle movements within the City Centre Pedestrian Zone was obvious during a 30 minute walk around the Zone which started at 10.40 am on 20 October. During the course of the walk several cyclists were observed riding into and through the pedestrianised area and there were also a significant number of parked vehicles which did not appear to be loading or unloading. The counts carried out by the Traffic Section show that there is considerable cycle traffic in the pedestrianised area in the early morning and the evening. This is born out by personal observations carried out by the Co-ordination Officer.
45. The Council's Traffic Control Engineer has advised that 'Prohibition of vehicle' signs and 'No Entry' signs are the appropriate authorised signs. He also said that traffic signs are controlled by the DfT and additional signing could be unauthorised and could bring the present signing into disrepute making any further prosecutions unlawful.

## **11. Consideration of alternative cycle routes**

46. The Traffic Section's file does not contain any information which indicates that alternative City Centre cycle routes have been considered.

## **12. Summary**

47. The purpose of this report is to provide the Commission with the additional information it needs to make reasoned recommendations on the proposal. The significant findings of the report can be summarised as follows:
1. The decision to proceed with the proposal permit cycling in the City Centre Pedestrian Zone before 10.00 am and after 5.00 pm was made by the Assistant Director, Highways and Transport under delegated powers. The delegation of these powers to the relevant officer is covered by the Council's Constitution.
  2. The reason for the proposal is to improve facilities for cyclists by providing them with a cross-town route that is safer than existing alternatives.
  3. If the cycle count carried out by the Traffic Section in February 2005 is representative, then between 7.00 am and 10.00 am and 4.00 pm and 7.00 pm, a significant number of cyclists are illegally cycling through the City Centre Pedestrian Zone every day.
  4. The origin of the request to allow cyclists to ride through the City Centre Pedestrian Zone is thought to have come from the LTP Steering Group, although there does not seem to be any record of this.
  5. The Traffic Section consulted a number of businesses and organisations about the proposal. Approximately 75% of those who responded to the consultation had no objections to the proposal.
  6. Two disabled people's groups objected to the proposal because of the perceived risk they thought it would present to their members.
  7. The Police did not support the proposal. They took the view that conflicts between cycles and pedestrians are more commonplace than are reported and they recommended that the pedestrianised area be

- maintained as such. The lack of Police support may have enforcement implications if the proposal is implemented.
8. The Police do not seem to actively enforce the no-cycling restrictions that currently apply to the City Centre Pedestrian Zone and there seems no reason to expect they would act any differently if the restrictions were amended.
  9. From the Traffic Section file it seems that no work has been done to:
    - a) Identify the level of demand by cyclists to ride through the City Centre Pedestrian Zone, or
    - b) To find out whether cyclists who currently ride through the Zone are aware that this is prohibited by the current traffic restrictions
  10. The DPAC Project Group thought:
    - That because of a lack of Police resources and their apparent refusal to currently enforce traffic regulations particularly in the City Centre there would be no enforcement of the proposed order. Members felt this would result in an overall increase in cycling in the pedestrianised areas.
    - Cycling routes outside of the pedestrianised areas should be enhanced to deliver safer alternatives.
    - That verbal abuse of disabled pedestrians by cyclists would be likely to increase.
    - That the fear of an accident happening would increase with the increase in the number of cyclists.
  11. The Department for Transport leaflet 'Cycling in Public Areas' suggests:
    - There are no real factors to justify excluding cyclists from pedestrianised areas
    - A wide variety of regulatory and design solutions could be used to enable space to be used more safely and more effectively in pedestrianised areas
    - Where it is intended to allow cyclists to use all or part of a pedestrianised area it is important that the extent of the exemptions are made clear
  12. There are no signs within the Zone that specifically prohibit cycling and the large number of cycle parking racks may suggest that cycling is expected and therefore permitted.
  13. There were four pedestrian and one cycle accident in the pedestrianised area in the three years 2002 to 2005. No data was available on accidents involving cyclists on the surrounding roads.
  14. A cyclists/pedestrian survey was carried out on 1 February 2005. The results of this survey are shown in Tables 2-10. On 1 February around 850 cyclists were counted at the three sites within the City Centre Pedestrian Zone during the periods 0700-1000 and 1600-1900 hrs. Also on 1 February 19,300 pedestrians were counted at the three sites during the periods 0700-1000 and 1600-1900 hrs.
  15. The Traffic Section's file does not contain any information suggesting that alternative routes have been considered. A cursory examination of a City Centre map suggests that a possible alternative route could be established along the line of:

Queen Street – St Mary's Gate – Bold Lane – Strand – Victoria Street –  
Green Lane – Green Lane – Gower Street – Babington Lane.  
This route would bypass the City Centre Pedestrian Zone but would  
allow easy access to it at a number of points along its length. The  
Council's Traffic Control Engineer has advised that this route would  
include some one way streets and banned turns.

DRR 15 November 2006